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TAGS: [PREL](#) [KPKO](#) [PHUM](#) [UN](#) [SE](#) [KCRM](#) [KWMN](#) [CG](#)

SUBJECT: THE EFFECTIVENESS OF UN EFFORTS TO COMBAT SEXUAL  
EXPLOITATION AND ABUSE IN UN PEACEKEEPING MISSIONS

REF: A. STATE 68780

[1](#)B. 07 KINSHASA 763

[1](#)1. (SBU) Summary: In response to reftel, NGO's and UN officials have confirmed that a number of sexual exploitation and abuse (SEA) cases by MONUC peacekeepers are currently under investigation. The good news is that the monthly rate of SEA allegations has gone down since 2005. Also, there have been no recent allegations of trafficking in persons (TIP) cases. Data suggest that MONUC's efforts to bring down SEA and TIP are effective. End summary.

[1](#)2. (SBU) Emboff contacted local NGO's "Voix Sans Voix" (VSV - Voice of the Voiceless) and "Comite des Observateurs des Droits de l'Homme" (CODHO - Committee of Human Rights Observers), as well as a Conduct and Discipline Unit (CDU) officer at MONUC. They confirmed that an unspecified number of SEA allegations committed by MONUC peacekeepers are the subject of internal inquiry. A UN OIOS (Office of Internal Oversight Services) officer told us that there have been no recent trafficking in persons (TIP) investigations. The previous assessment of MONUC anti-SEA and -TIP efforts was submitted in July 2007 (ref B).

[1](#)3. (SBU) According to VSV and CODHO, SEA allegations occur in North Kivu, Kinshasa, Orientale, and Equateur. (Note: 90% of MONUC's troops are stationed in North Kivu. End note). NGO's said, unsurprisingly, that incidents of SEA have angered many Congolese citizens and they complained that insufficient attention is given to the plight of victims. Representatives of both organizations argued that MONUC needs to make both moral and material reparations. They also maintained that the results of investigations need to be made public and MONUC employees prosecuted in order to reassure the general population that justice is served and to prevent other MONUC employees from engaging in similar behavior. (Note: Local NGOs have historically been critical of MONUC and taken proactive positions on allegations of MONUC wrongdoing. End note)

[1](#)4. (SBU) MONUC CDU and OIOS officers corroborated what NGO representatives stated: that there are several ongoing investigations into sexual exploitation and abuse committed by MONUC employees. The CDU officer, however, asserted that the situation has improved since 2005 with a decrease in the monthly rate of allegations. The CDU carries out spot checks confirming all new personnel receive training on MONUC's zero tolerance policy against the solicitation of prostitutes and other sexually exploitative or abusive behavior. The CDU officer alluded to a well-known problem, i.e., that it is difficult to have uniform disciplinary procedures due to the fact that each contributing country has national jurisdiction over their own troops.

[1](#)5. (SBU) Comment: With 23,000 military and civilian personnel on the ground, the complete eradication of sexual exploitative behavior by MONUC is unlikely. However, a greater effort by OIOS and MONUC's

own CDU to publish the results of investigations seems to have put pressure on contributing countries to discipline their troops and thereby bring down abuses. The reduction in the monthly rate of SEA allegations and the absence of any TIP allegations suggest that MONUC's efforts to bring down SEA and TIP are effective. End comment.

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